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ABSTRACT

This monograph, one of a series presented at a conference on "What Do We Know about Teaching and Learning in Urban Schools?" reviews research findings and examines directions for further exploration of the relationship between home-school-community relations and student achievement. Research suggests that local schools view themselves as political institutions concerned with resource allocation, value choice, and power distribution: within this framework, school staffs must recognize that they manage conflict and problem-solving behavior at the classroom level as well as at the school level. Several interaction models devised by researchers are discussed to demonstrate the need for a framework for planning based on identifying and analyzing needs related to school-community relations. The models suggest that activities be implemented to meet specific goals and objectives, including the interaction processes of one- and two-way communication, involvement, and participation. These interaction processes show greatest impact when they work through the intermediate goal of resolution. Student achievement is positively affected when parents perceive the school as a place where they can air their concerns and effect action on their own or their child's behalf. Interaction models are presented on three figures. Included are lists of references, conference participants, and other publications in this series. (BJV)

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WHAT DO WE KNOW ABOUT TEACHING AND LEARNING IN URBAN SCHOOLS?

Volume 13

School-Community Relations and Student Achievement

John E. Ingram, Jr. and Lois I. Bartels
St. Louis Public Schools and CEMREL, Inc.

URBAN EDUCATION PROGRAM
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Volume 13

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John E. Ingram, Jr. and Lois I. Bartels
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Foreword

This monograph is one of a series of papers on the issues of instruction and learning in urban schools that were presented at a conference held July 10-14, 1978, in St. Louis, Missouri, sponsored by the Urban Education Program, CEMREL, Inc., and supported by the National Institute of Education. It is our hope that both the conference and the series of fourteen monographs that resulted from it will assist educational researchers and school practitioners in identifying and analyzing instructional and learning problems in urban school settings, and will contribute to the development of strategies for the improvement of schooling for students.

Titled "What Do We Know About Teaching and Learning in Urban Schools?", the 1978 conference focused on an examination of research findings on the teaching-learning process in areas most germaine to and under control of the schools. The key problems to which the papers are addressed are the assessment of learning outcomes and the analysis of the relationships between instructional and other inputs and learning outcomes. Important contextual issues not under the full control of schools, such as community and parental involvement and the impact of federal and state governments in improving educational opportunities, were addressed at the conference as well.

The conference was conceived, in part, as an initial step in the development of a state-of-the-art review of the most critical issues faced by educators in urban schools who struggle with the morass of general educational problems, exacerbated by decreasing public confidence in large city schools, declining student enrollment, and increasing numbers of poor and minority students. While the conference does not exhaust discussion of the problems

that are particularly significant in the urban school setting, it forms a convenient focus for viewing the larger issues affecting education in our cities.

The educational innovation and change growing out of more than ten years of effort since the passage of the Elementary and Secondary Education Act of 1965 -- the primary stimulus for federal support of research and development in education -- has had the least impact on the student populations typical of the urban school setting. With this concern as a primary consideration, ten months prior to convening the conference, CEMREL's Urban Education Program had begun work with a network of twenty big-city school districts and state departments of education in Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Missouri, Nebraska, Ohio, Tennessee, and Wisconsin. Thus, the conference and the research findings of national authorities was undertaken to lay a foundation for future work in urban educational research and development and to undergird present efforts at improvement of schools in the region.

The Conference Design

To guide the development of the presenters' preparation of their papers, topical questions were prepared for them by Urban Education Program Staff and a paper format was recommended. Each presenter prepared a full paper based on the topical questions and results were summarized by the writers during general sessions of the conference. Because of a wide range of perspectives held on the conference issues, discussions precipitated by reactor panels composed of other prominent researchers, practitioners, and community leaders in education followed each general conference session. More than one hundred educational researchers and practitioners from across the country attended the conference. The invited participants came from school districts and state departments of education from nineteen states; thirteen institutions of higher education; four federal agencies; numerous educational laboratories and research and development centers; and seven social service agencies.

The conference was divided into two types of sessions: general sessions, wherein the nationally recognized speakers who wrote papers presented their summaries; and forum sessions, wherein reactors helped analyze the presentations and examine the concrete recommendations put forth by the general-session speakers. All participants were encouraged to present questions and reactions during these forum sessions.

Francis S. Chase, Director of Urban Education Studies, Dallas, Texas, gave the keynote address at the opening session of the conference, a banquet on Monday evening, July 10. His topic, "Promising Developments in Urban Education," summarized field studies that he was conducting under sponsorship of the Council of Great Cities Schools and the University Council for Educational Administration under a grant from the Spencer Foundation. Chase is Professor Emeritus of the University of Chicago, where he also served as Chairman and Dean of Education for ten years.

The Conference Topics

Each of the presenters had been asked to design a paper by responding to salient topical questions, drawn up by CEMREL's Urban Education Staff. The questions that were posed originally for each of the writers are presented below. Most of the resulting papers were developed into monographs for this series.

Compensatory Education: A Congressional Perspective Christopher T. Cross Minority Staff Director Committee on Education and Labor U.S. House of Representatives.	What is the current state of the evidence concerning projected changes in legislative mandates, and what may we expect related to changes in policy governing federally funded compensatory education programs?

Effective Teacher-Support Systems to Improve Instructional Conditions in Schools Joseph D. Liggins Assistant Superintendent for Staff Development Houston Independent School District	What teacher support systems are most effective in improving instructional conditions for students? What is the role of in-service training, and what types of in-service training can be recommended to urban educators? What other resources--such as additional curricular materials, support from teacher aides and volunteers, time re-allocations, team teaching arrangements, etc.--can be demonstrated to be effective in improving students' learning opportunities? What is the state of the evidence?
Assessment That Respects Complexity in Individuals and Programs Judah L. Schwartz Professor of Engineering, Science and Education Massachusetts Institute of Technology	How can we best measure and analyze the effects of instruction on students' learning in the major school subjects: What are the most appropriate times and strategies for measuring the effects of schooling on student learning? What do we learn from means of assessment other than standardized achievement testing? When and under what circumstances is it most appropriate to use alternative or complementary strategies for assessing program effectiveness?
Achievement Tests in Urban Schools: New Numbers Eva Baker Director Center for the Study of Evaluation University of California, Los Angeles	How can we best measure and analyze the effects of instruction on students' learning in the major school subjects? What are the most appropriate times to measure the effects of schooling on student learning? What are the cautions which should be taken into account before any attempt to evaluate the effectiveness of programs primarily on the basis on standardized achievement data, especially when the number of individual implementations is large and the actual conditions under which the implementations took place are not well documented?
Summer Drop-off and The Effectiveness of Compensatory Instruction Paul T. Hill The Rand Corporation	What has the era of compensatory education program development contributed to knowledge about achievement in the basic school subjects in urban schools? Where is the evidence? What, if anything, does the evidence indicate about methods for improving basic skills achievement? What, if any, recommendations can be made to school district planners on the basis of existing evidence?

Instructional Ingredients for the Development of Beginning Reading Competence Isabel Beck Co-Director Learning Research and Development Center University of Pittsburgh	Much research, program development, and implementation of efforts to improve achievement in basic school subjects has been concentrated in the area of reading. What approaches to instruction in reading have been successful in increasing achievement? Is there evidence that certain approaches are best suited to the needs of particular populations? Do these effects generalize to other areas of school learning, such as mathematics, social studies, and science?
A Discussion of The Literature and Issues Related to Effective Schooling Ronald Edmonds Director Center for Urban Studies Graduate School of Education Harvard University	Are there schools that have demonstrated a higher degree of effectiveness in the delivery of instruction in the basic school subjects than others serving similar student populations (in terms of socioeconomic backgrounds, family characteristics, minority populations, etc.)? What characteristics distinguish these schools from less successful schools in similar situations? What is the evidence that the explanatory characteristics have been correctly identified, and how strong is that evidence?
The Educational Promise of Cultural Pluralism Vera John-Steiner and Larry Smith Department of Educational Foundations College of Education The University of New Mexico	How can we approach problems of teaching and learning in urban schools so that the racial and cultural diversity of the school population is recognized, respected, and utilized constructively, to the extent possible? How do we differentiate between basic academic skills, which all students need to acquire for successful participation in our hetergeneous society, and curriculum decisions which can and should be tailored to the needs and interests of different sub-cultural groups? Do students benefit from participation in racially and culturally hetero-geneous classrooms, or perhaps from certain kinds of heterogeneous instructional settings but not others? What is known about these issues, and how much consensus is there about the cultural values on which schooling must be based?

New Perspectives on School District Research and Evaluation Catherine Lyon Center for the Study of Evaluation University of California, Los Angeles	What is the role of research and development processes in improvement of instruction and learning in basic school subjects in large urban systems? In what form are these processes being applied to the teaching and learning process in urban schools? What is the evidence and how solid are the indications that use of these proceses has resulted in improved student achievement?
Effective Teaching and Learning in Urban Schools Jane A. Stallings and Shirley W. Hentzell Stanford Research Institute	Looking specifically at the interaction of student, teacher, curricular and school organization characteristics, what instructional conditions encourage achievement in basic school subjects? What evidence is there, and how good is it? How are the effects of instructional conditions on student achievement measured? On the basis of existing evidence and trends, what recommendations can be made for improving students' instructional environments?
Mathematics and The Urban Child Marilynn Suydam Center for Science, Mathematics, and Environmental Education The Ohio State University	Mathematics is a school subject which is generally considered basic, insofar as mathematical skills are required for successful adult functioning in our complex society. What evidence is there to indicate which approaches to instruction in mathematics have been successful in increasing achievement? Is there evidence that certain approaches are best suited to the needs of particular populations? Do these effects generalize to other areas of school learning, such as reading, social studies, and science?
Basic Skills in Urban Schools: A View From The Bilingual Classroom Concepcion Valadez Graduate School of Education University of California, Los Angeles	Since the second largest minority population served by many urban school districts is a bilingual population, what is the current state of the evidence about the effects of programs developed especially for bilingual students? What, if anything, does the evidence indicate about the effects of such programs on basic skills achievement?

School-Community Relations and The Urban School Dean Bowles Director Home-School-Community Project Wisconsin Research and Development Center for Cognitive Learning	What do we know or what can we learn about the influence of parental and community involvement in schooling on student achievement? How does parental and community involvement affect the teaching-learning process? If information is not available to answer these questions on even a tentative basis, what types of research are recommended to study this aspect of students' lives more effectively?
Frank Sobol Basic Skills Group National Institute of Education	Are there research and development products which have contributed to improved instruction and increased student achievement in basic school subjects in large urban school systems? What is the evident and how solid are the indications that use of these products has resulted in improved student achivement?
A Summary of The Conference Findings Edmund W. Gordon Director Institute for Urban and Minority Education Teachers College Columbia University	In light of the evidence produced by examination of these issues, what concrete recommendations can be made to school districts concerning the improvement of instruction and learning in basic school subjects? In light of the same evidence, what research and development agenda should be the focus of future study and program development?
Dr. Francis S. Chase, Director of Urban Education Dallas, Texas	Keynote Speaker for Conference Banquet: "Promising Developments in Urban Education"

--Harriet Doss Willis
Director
Urban Education Program

This report grew out of a presentation by B. Dean Bowles at the Urban Education Conference sponsored by CEMREL, Inc., in July, 1978. Dr. Bowles is Professor of Educational Administration at the University of Wisconson-Madison and Principal Investigator for the Home-School-Community Relations Project at the Wisconsin Research and Development Center. We wish to acknowledge the contributions of all project staff members to the theoretical framework outlined in this paper; however, we would like to express a special debt of gratitude to Dr. Bowles for encouraging the removal of "conceptual blinders" concerning a topic so in need of continued research.

John E. Ingram, Jr.

Lois I. Bartels

August 1, 1979

School-Community Relations and Student Achievement

John E. Ingram, Jr. and Lois I. Bartels
St. Louis Public Schools and CEMREL, Inc.

Introduction

School-community relations is an area of expertise dealing with the ways, means, and outcomes of all interactions between an educational institution and its community. The practice of planning for positive school-community relations assumes that parents want the best education for their children, that citizens want the best school system for their community, and that educators have a responsibility to meet both of these needs.

The focus of this paper is on school-site school-community relations. School-community relations also occur at the district level and at sub-district levels in a large district. While the model discussed in this paper may be applicable to each of these levels, research to this date has been confined to local school sites.

The term school-community relations as used in this paper is a broad concept encompassing programmatic elements, interaction processes, and goals. Thus

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while parent involvement, citizen participation, and home-school communications are often used interchangeably in the literature, each of these concepts is viewed by these writers as a distinct element of school-community relations.

Frequent reference is made in the paper to the political nature of school operations. The reader is cautioned that the use of the term political does not refer to partisan politics. Instead, the term is used in reference to the allocation of limited monetary and human resources available to a school. School-site politics refers to how decisions are made concerning whose interests should be served, how soon various interests should be served, and how well they should be served. The Programmatic Model for School-Community Relations and Student Achievement described in this paper suggests that when schools view themselves as political institutions concerned with resolving or managing actual or potential conflict, student achievement will improve to the extent that issues and concerns are addressed and solved within the school environment.

Literature and Research

As a domain for research, school-community relations is concerned with the interface of processes, activities, and educational issues affecting an educational institution and its community subpublics. It is important that a distinction be made between research and literature, especially on the topic of school-community relations and achievement. This is necessary because the current state of knowledge seems to largely consist of descriptive information with very little systematic study of the subject.

One of the reasons for lack of systematic study of school-community relations issues may be the manner in which the interaction between schools and community subpublics has evolved. Historically, parents and other citizens have been viewed by educators as passive constituents whose major

responsibility is to respond on an "as needed" basis to discipline their children, attend PTA meetings, or assist with activities such as the school carnival.

It was not until the 1960s that parent involvement and participation in elementary and secondary schools was legitimated through the ESEA Title I programs, and the literature began reflecting new assumptions about home-school partnerships. Before that, school-community relations literature focused primarily on public relations to improve a school district's image, and one-way communication techniques aimed at providing district-wide information services to the public.

The idea that parents should play a part in the schooling experiences of their children evolved from preschool programs in which parent involvement was an integral part of the program. Growing out of child-development research (Rheingold, 1969; Ainsworth, 1973), and studies identifying the home as a major factor in children's ability to achieve (Bloom, 1976), the federal government sponsored Head Start as a means of preparing children and their parents for more formal schooling experiences. When it became apparent that there was little carry-over of academic gains from this preschool experience to the formal school situation, the Follow Through program was initiated (Gordon & Breviogel, Note 1). In spite of mixed evaluation results on the latter project (Abt. Assoc., Note 2; House, Glass, McLean, & Walker, 1977), there seems to be continued interest in programs that encourage parent involvement for the purpose of improving pupil achievement.

The federally funded Head Start and Follow Through programs were designed around a deficit model (Weikart, Note 3). That is, it was hypothesized that certain skills and understandings about child rearing were missing from the home. Therefore, the role of the school was expanded to include parent-education classes, home-tutor programs, and other activities designed to help parents contribute to the growth of cognitive skills in their children.

When ESEA Title I was signed into law, it included language about parent involvement and was an inducement for targeted elementary and secondary schools to expand their community outreach activities. While the legislation and guidelines indicated that schools must include parents in planning, implementation, and evaluation of programs, the language was vague, and a clear conceptual framework for suggested activities was not provided. Thus, many activity-oriented programs were developed. Most often the activities were ends unto themselves with little thought before the activity started or when it finished given to the long-range implications for the total school program.

Moving with haste to meet federal, and sometimes even more stringent state program guidelines, it followed that the literature was to become inundated with opinions, expressions of ideologies and casual observations growing from practical experiences (Gittell, 1969; Conant, 1971; Foster, 1969; Hunter, 1967). The result was an abundance of cookbook-like articles and books focusing on how to get parents to come to school, how to organize volunteer programs, how to work with advisory councils, and so forth (Carter & Dapper, 1972; Murray, 1974; Morgan, 1976). The main body of school-community relations literature seems to continue to be activity-oriented and generally apolitical in nature (Saxe, 1975; Rich & Jones, 1977; Losen & Diament, 1978).

Much of the research reported o chool-community relations is evaluation studies of various state and federal programs. Often these studies aggregate specific school-community relations behaviors as part of an activity, thus making it impossible to differentiate and isolate particular behaviors, program characteristics, and activities which might explain effectiveness in achievement or any other area (Keeves, 1975; Brookover, 1965). Often the research has been done immediately following or as part of a program implementation and shows a heavy dependence on Hawthorne effects (Schiff, Note 4; Smith, 1969; Hopson, Note 5). Frequently the school-

community relations issues, particularly the question of achievement, are secondary to the major report (Smith & Brach, 1973; Willmon, 1969). Even if the research is systematic and empirically based, virtually all of the studies confuse concepts of involvement and participation, failing to operationalize and define either concept adequately for future replication efforts (Baker, Note 6; Hopson, Note 5; Schiff, Note 4).

A classic example of the methodological and conceptual confusion surrounding current school-community relations research is illustrated by two conflicting reports on academic success at an inner-city school which received widespread publicity about its parent involvement/participation program. Walberg, Bole, & Waxman (Note 7), describe a variety of activities conducted in partnership with parents at the school and conclude, "Students in classes where parents and teachers were intensively involved in the program gained twice the grade equivalents on reading achievement scales as students in classes where parents and teachers were less intensively involved." The terms intensively involved and less intensively involved were not defined.

In A Reevaluation of a Parental Involvement Program, Waxman (Note 8) makes the following statement about the same school program: "Despite the nationwide acclaim of the school's program, there are several serious problems concerning the initial evaluation of it. According to media accounts of this project, it seemed that one could clearly distinguish those who participated in the special program from those who didn't. It also seemed clear that the program's impact was directly responsible for the reading achievement differences between the two groups. Yet, there is no direct evidence that this is actually the case" (pp. 1-2).

Such contradictory reports about the same project are as confusing as the mixed results of various other studies that attempt to show the relationship between school-community relations activities and student achievement. For

example, Hopson (Note 5) reported a significant positive correlation between parent involvement and student achievement, while Dix (Note 9) found no significant correlation between the same two variables.

It should be noted that in addition to the mixed conclusions about the relationship between school-community relations and student achievement, the research usually addresses the effects of specific activities rather than the particular processes that appear to be effective or ineffective in carrying out those activities. This approach contrasts with school-community relations research conducted at the Wisconsin Research and Development Center and the University of Wisconsin-Madison.

Research at the Wisconsin Research and Development Center and The University of Wisconsin-Madison

The school-community relations research reported in this monograph was initiated in 1973 at the Wisconsin Research and Development Center and the University of Wisconsin-Madison as part of the Center's overall research effort in the development of Individually Guided Education (IGE). To date, research by staff members of the Home-School-Community Relations Project has been characterized by case studies and exploratory data collection aimed at developing a model for school-community relations programs. While individual case studies cannot be generalized, the cumulative effect has been to increase the body of knowledge about school-community relations that is currently available to practitioners and other researchers. The school-community relations and achievement research reported in this paper is one more attempt to add to that body of knowledge.

It was decided early in the life of the Home-School-Community Relations Project that the unit of focus for research efforts would be the individual school. And, unlike most other research concerned with the local school and

its neighborhood community, the research was to have a political rather than an apolitical orientation. Bowles (Note 10) articulated assumptions underlying the conceptual orientation of the project as follows:

1. Politics and political activity (not necessarily of the partisan nature) permeate community and professional activity that is associated with communities (Mann, 1976).
2. Schools are not fundamentally educational institutions. They are primarily social institutions, and within that framework, they are political institutions engaging constantly in decisions regarding the allocation of scarce resources, the choice of values, and the distribution of power (Iannoccone & Cistone, Note 11).
3. Schools engage in the management of conflict and problem-solving behavior at all levels, whether it be at the policy levels or in an individual parent-child-teacher relationship (March & Simon, 1964).

An early research study based on these assumptions (Moser, Note 12) focused on the relationship between a Puerto Rican community in a large Midwestern city and the public elementary schools serving its children. Using a political framework to identify issues and examine conflict resolution strategies, Moser concluded that access to school decision makers needed to be increased, that conflict as an approach to change should be considered, and that a political perspective should be used by schools to relate to their communities.

One of the early tasks of the Home-School-Community Relations Project was to compile a bibliographical essay current to 1975 consisting of 300 items relating to school-community relations (Kim, Fruth, Bowles, 1976). This review of the literature revealed that the field of school-community relations lacked research on substantive topics and hypotheses development. Generally, books written on school-community relations viewed the topic as a functional task and were filled with a variety of "how to do it ideas." There was a strong emphasis on a public relations orientation as it pertained to district-wide school-community relations programs.

The literature review as accompanied by a series of case studies (Klenke, 1975; Miles, 1975; Miles, Bowles, and Fruth, 1976) at schools having school-community relations programs as part of their implementation of Individually Guided Education (IGE). Project members concluded that school-community relations efforts must be integrated into the school's decision-making process, that the implementation of an instructional innovation requires two-way communication between the school and the community, and that implementation efforts must be made tangible and visible to the community. It also seemed apparent from these case studies that there was a lack of programmatic planning for school-community relations, that administrators lacked skills for identifying issues and interested subpublics in their communities, and that students were often overlooked when planning school-community relations programs.

Using the literature review and findings from the case studies, Bowles and Fruth (1976) articulated a number of underlying principles for good school-community relations. They suggest that while not all effective communication is two-way, practitioners should avoid controlling the flow of information and limiting its direction from school to community.

Bowles and Fruth also suggested that planning a school-community relations program requires that school personnel first analyze the issues in the community and then identify the individuals and groups who are concerned with each of the issues. This requires that community be redefined to include subpublics both within and outside the school. The in-school community includes teachers, clerical staff, aides, other employees, and volunteers, all of whom play a part in educating the outside community to the attitudes and goals of a school. In addition, attention must be given to the subpublic which is the focal point of all school activity, the students. Outside the school, parents, retired citizens, business persons, and other community subpublics need to be included in communication, involvement, and participation activities. The school must utilize the time and talents of all available resources to improve the instructional program and to educate the staff about the neighborhood community.

After the initial steps have been taken, communication should include efforts to promote understanding of the issues and to encourage participation of community subpublics in decision making related to their concerns. Activities to promote effective two-way communication may include home visits, conferences, volunteer programs, and advisory committees.

Finally, Bowles and Fruth caution educators about the use of "crisis management" as the sole approach to school-community relations. Activities initiated only in response to critical events such as the passing of school bond issues or disagreements on report card procedures are likely to be less effective than "active and preventive" programs. They state that an effective program of school-community relations is an "ongoing, interactive, and meaningful relationship between the home, school, and community" (p. 168).

A Model of Primary Interaction Patterns and Processes

Early efforts aimed at the development of a model for home-school-community relations hypothesized that the organizational arrangements of an IGE school would automatically lead to a pattern of interactions between the school and the community that was different from that of the non-IGE school. It was assumed that the primary interactions would occur between child and teacher, home and unit leader or staff, and neighborhood community and principal and/or Instructional Improvement Committee (IIC). While frequent interactions across the primary patterns were anticipated, this primary interaction concept was combined with the concept of interaction processes to develop a preliminary model of home-school-community relations (Figure 1).

Home-School-Community Relations: Primary Interaction Patterns

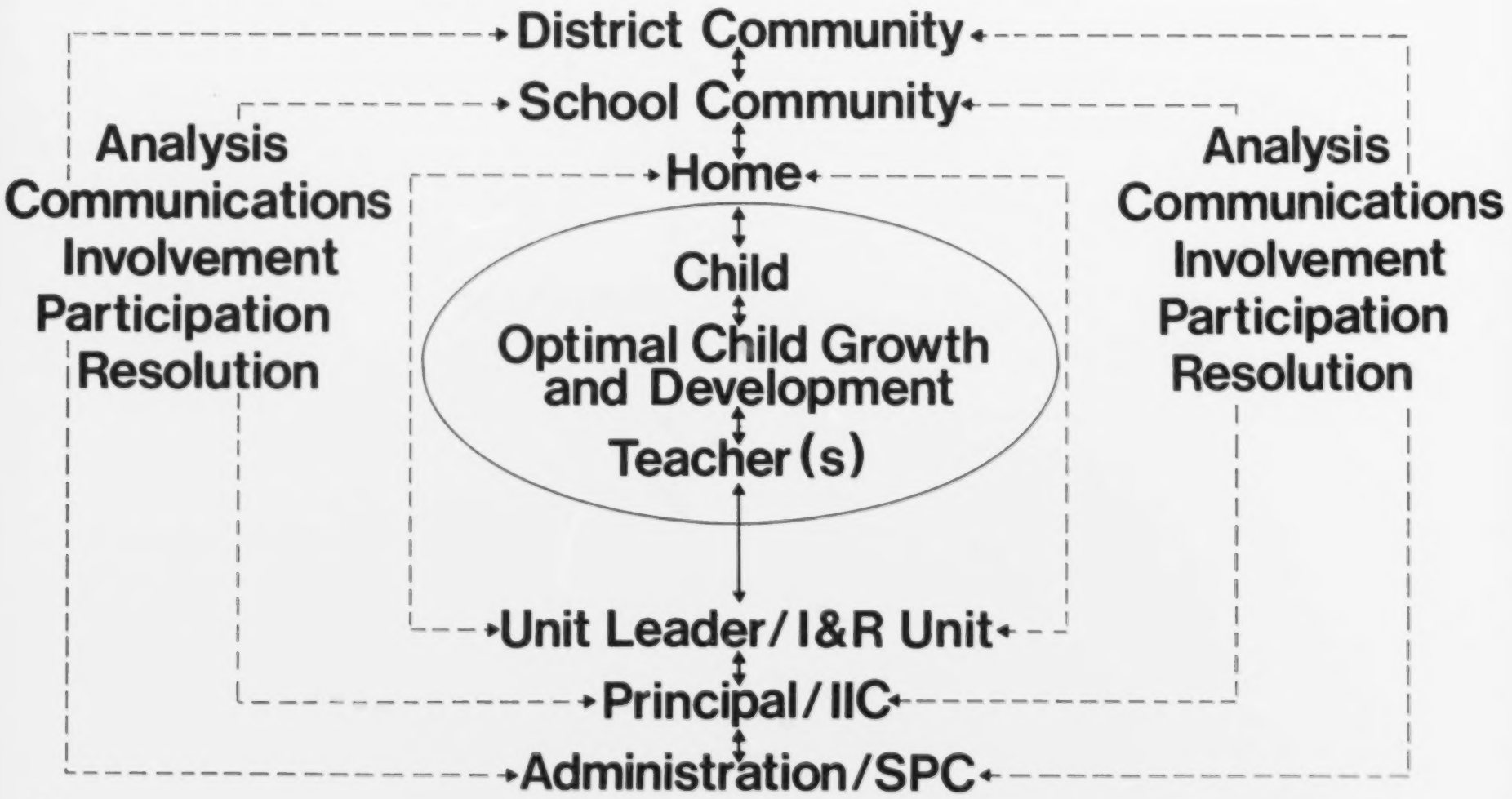


FIGURE 1

The preliminary Model of Home-School-Community Relations: Primary Interaction Patterns (Bowles & Fruth, 1976, p. 170) was based on two assumptions. First, it was assumed that roles defined by the multiunit structure of an IGE school would affect the definition of roles and responsibilities for school-community relations. Second, it was assumed that the interaction processes of analysis, communication, involvement, participation, and resolution were necessary for effective school-community relations and that these processes would be integrated into activities that grew out of the interaction patterns.

The five interaction processes of analysis, communication, involvement, participation, and resolution were derived from a review of the literature dealing with schools having effective school-community relations experiences (Calhoun, 1965; Wrinkle, & Gilchrist, 1942; Charters, 1969); the area of communications research (Chaffee & Ward, 1968; Cohn, Note 13; Thiemann and Bumbarger, 1971); and most heavily from the area of political science (March & Simon, 1964; Etzioni, 1961; Weber, 1947; Dahl, 1963; Iannaccone & Cistone, 1974; Milbrath, 1965; Minar, 1967; Banfield & Wilson, 1963).

The interaction processes are defined as follows:

ANALYSIS is a process element by which issues and subpublics are identified and related.

COMMUNICATION is a process element which utilizes all forms of interaction among various subpublics and between the school and the subpublics.

INVOLVEMENT is a process element through which various subpublics contribute resources of time, energy, and expertise to a school.

PARTICIPATION is a process element which provides access to the decision- and policy-making processes of a school.

RESOLUTION is a process element which is designed to solve problems and to reduce actual or potential conflict.

Two research studies were conducted by project staff members which examined school-community relations activities in light of these constructs. Krupa (1976) conducted a survey to obtain the perceptions of staff members in 26 IGE schools regarding school-community relations activities. The assumption that IGE schools would automatically evolve from alternative arrangements for home-school-community relations due to the IGE program's organizational arrangements was not supported. As in many non-IGE schools, principals were perceived to be primarily responsible for school-community relations. Krupa found that activities at the participating schools were mainly concerned with the processes of communication and involvement/participation, with little attention being given to the processes of analysis and resolution. Krupa concluded that most schools in the study were engaging in a series of uncoordinated activities rather than using a programmatic approach to school-community relations.

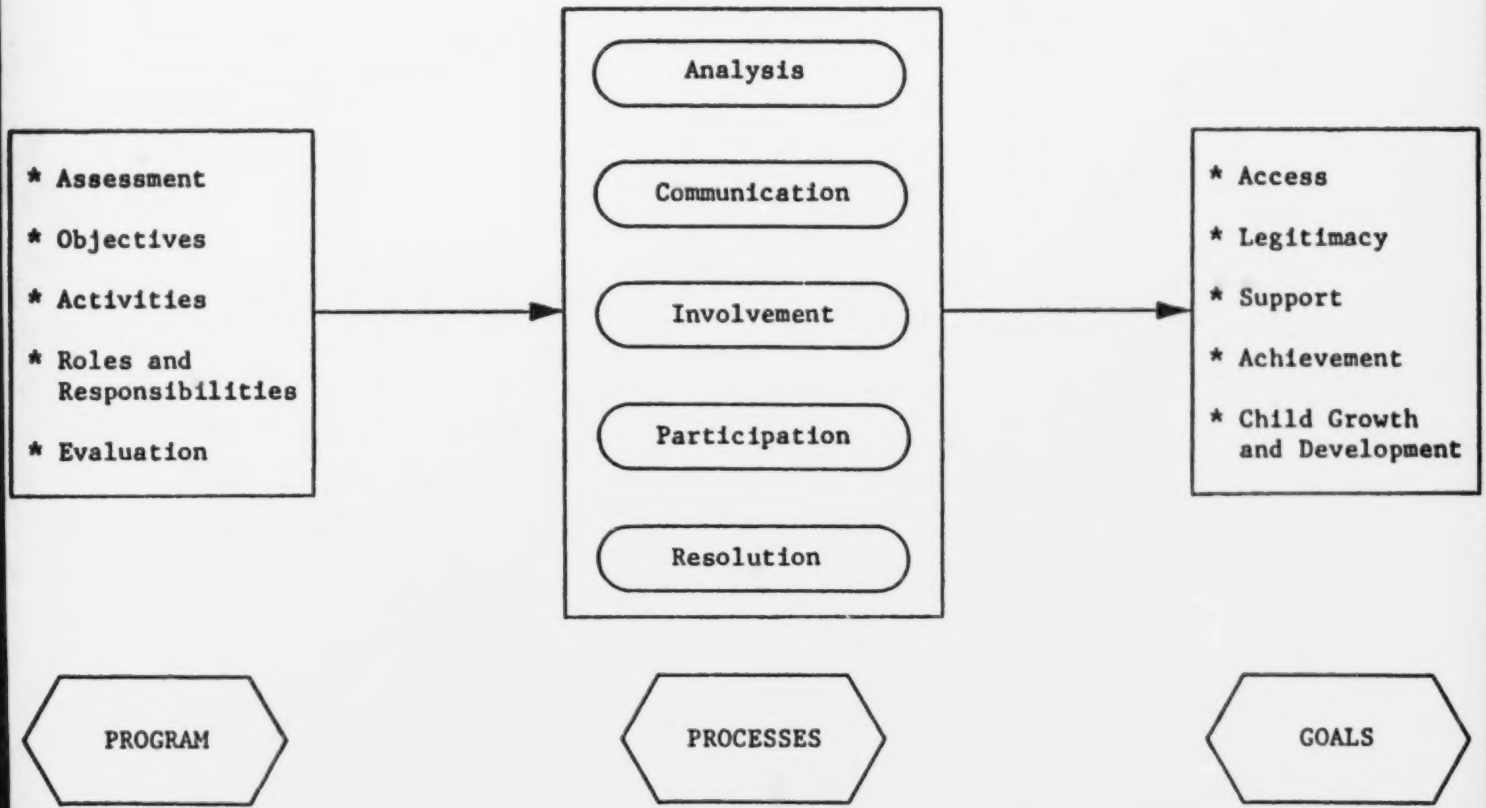
Lake (1976) conducted an in-depth analysis of school-community relations activities in one school. As with Krupa's study, Lake found that the focus of interaction was primarily between the school and either the child or the home, with interaction between school and home perceived to be most effective. The interaction processes identified most frequently were communication, involvement, and participation. The process of resolution was identifiable to a lesser extent than the other two, and little emphasis was put on the process of analysis. Lake reiterated Krupa's findings when he found evidence of a variety of home-school-community relations activities at the research site, but no indication of a comprehensive home-school-community relations program.

A Programmatic Model for Home-School-Community Relations

Utilizing information and findings from the research studies completed prior to 1976, the staff of the Home-School-Community Relations Project developed A Programmatic Model for Home-School-Community Relations (Figure 2) which included program, process, and goal elements.

FIGURE 2

A PROGRAMMATIC MODEL FOR HOME-SCHOOL-COMMUNITY RELATIONS



Developed by B. Dean Bowles, Marvin J. Fruth, Lois I. Bartels, M. Lynn Karges, and Hillel I. Raskas. Home-School-Community Relations Project, Wisconsin Research and Development Center for Cognitive Learning, Madison, Wisconsin, 1976.

Case studies in individual schools as well as the survey conducted by Krupa yielded clear evidence that school-community relations was not being conceptualized as a definitive task area of local schools. The program elements of assessment, objectives, activities, roles and responsiblities, and evaluation were selected from the literature as essential program management elements (American Association of School Administrators, 1973; Boston, 1972; Howell, 1967; Ryan, 1971; Castetter, 1976; Cutlip & Center, 1952; Drucker, 1964).

The program elements are defined as follows for the purpose of this model:

ASSESSMENT, also referred to as needs assessment, is a programmatic element through which the current status of the program, processes, and goals are identified.

OBJECTIVES is a programmatic element which specifies the desired outcomes of a program in relationship to processes, subpublics, and goals.

ACTIVITIES is a programmatic element designed to fulfill the objectives of home-school-community relations program.

ROLES AND RESPONSIBILITIES is a programmatic element which assigns tasks and functions for home-school-community relations activities.

EVALUATION is a programmatic element designed to determine whether the processes, objectives, and goals established for the program are achieved.

The interaction processes of analysis, communication, involvement, participation, and resolution listed in the model are the same concepts as defined for the preliminary model (Figure 1) developed earlier by the Home-School-Community Relations Project.

The goal elements of access, legitimacy, support, achievement, and child growth and development were added to the model as anticipated outcomes of an effective school-community relations program.

The concept of access connotes the ability to have one's views, concerns, and opinions represented to an individual or an institution (Iannaccone, Note 11; Mann, 1976; Pitkin, 1967). This concept may be operationalized at the local school when a parent calls a teacher to discuss a problem. If the parent does not feel comfortable going directly to the teacher, the parent must be able to go to someone else, such as the principal, a social worker, or a parent ombudsperson in order to gain access to the institution. Failure to grant access to the school will generate conflict which must be managed or resolved.

Legitimacy is a concept grounded in the legally based decision-making authority granted to a person (teacher, principal, etc.) and/or an institution (school). Individuals affected by the decisions of that person and/or institution usually defer to this perceived authority. However, when a majority or a large minority of people view that person and/or institution as acting in an illegitimate manner, conflict arises and that conflict must be managed or resolved (MacIver, 1947; Miller, 1968; Weber, 1947; Dahl, 1963; Iannaccone, Note 11).

The concept of support is a measure of citizen interest in an institution. On a district-wide basis, participation in school elections involving board candidates, bonds, or referenda are indications of citizen support (Mann, 1976; Thompson, 1976; Campbell, 1959). At the local school, parental support is evident when parents share responsibility for their child's attainment of educational goals, encourage children to behave in ways conducive to learning, and when they respond to needs identified by the school.

Student achievement and child growth and development were included in the model because the education of children is the primary function of the school as a social institution. While local schools may employ political behaviors to meet their needs, educators must be ever cognizant of the basic need to promote cognitive and affective goals for students in all of their program planning.

The goal elements of access, legitimacy, support, achievement, and child growth and development are defined as follows for the purpose of the model:

> ACCESS is a goal element which assures that various community subpublics are able to have their interests represented in the school.
>
> LEGITIMACY is a goal element which assures the acceptance, the trust, and the efficacy of the school as an institution by its various subpublics.
>
> SUPPORT is a goal element which provides for the economic, political, and human resources sufficient to achieve the primary mission of the school as an institution.
>
> ACHIEVEMENT is a goal element which provides for optimal student performance in cognitive learning and basic skills.
>
> CHILD GROWTH AND DEVELOPMENT is a goal element which provides for optimal physical, social, and emotional maturity of pupils.

Karges (1977) conducted a research project during which she implemented a school-community relations program based on A Programmatic Model for Home-School-Community Relations. Starting with needs expressed by citizens and the school staff, Karges worked with the staff to develop a program utilizing the interaction processes of analysis, communication, involvement, participation and resolution. As a result of the project, the researcher concluded that it is possible to translate the model into a functioning school-community relations program. Karges was able to assist the staff in implementing activities utilizing all of the processes in the model. While her experiences suggested that the processes were viable, she questioned whether resolution should be placed in the model as a process or an outcome.

Karges identified a constraint to implementing the model as the time needed by both the principal and teachers to concentrate on developing effective school-comminity relations. Teachers tended to be crisis-oriented and had to be frequently reminded of the long-term objectives of the project. The

role of the principal in developing and maintaining positive school-community relations was reported to be more important than previously anticipated. The project demonstrated a need for inservice education for teachers and principals, as well as pointing out the need for usable materials for training sessions.

Bartels (1978) used the Programmatic Model for Home-School-Community Relations as an organizing rationale for data collected during three months as a participant-observer in an inner-city school. Unlike schools studied to date, the research site had a planned school-community relations program closely approximating the model. As a result, the researcher was able to identify 15 factors which served to support and/or constrain the implementation of a school-community relations program in the urban environment. A detailed description of life at the school also provided insight into the viability of the elements in the model.

Among the factors identified as supports and/or constraints to effective school-community relations were the political leadership style of the principal, her interpersonal skills, and her attitudes toward the community. In effect, this study supported the concept that there is a school-site politics of education. This concept has best been described by Summerfield (1971). Regarding the role of the principal, he states: "The principal's chief political function is to minimize conflict between the community and the neighborhood school" (p. 93). This function is congruent with the assumption by Bowles set forth earlier in this paper.

Regarding the Programmatic Model for Home-School-Community Relations, Bartels determined that the process elements of analysis and resolution were not programmatic as were communication, involvement, and participation.

Bartels determined that resolution functioned both as a process and as an outcome of other processes. As a process, it was suggested resolution was closely tied to the political leadership style of the principal and the largely inert nature of the neighborhood school community.

Following Bartels' study, a more concerted effort was made by the staff of the Home-School-Community Relations Project to ascertain the proper relationships among the variables in A Programmatic Model for Home-School-Community Relations. The first of these efforts was a case study by Ingram (1978) in which he sought to determine the relationships between the independent variables of communication, involvement, participation, access, and resolution, and the dependent variable of student achievement.

The collection and analysis of data in the Ingram study consisted of five separate, but sometimes overlapping, procedures. These included (1) collecting descriptive information about school-community relations activities at the research site, and examining the activities in terms of the independent variables; (2) interviewing 64 parents of students in grades four to six using an interview protocol designed to determine parents' perceptions of school-community relations at the school; (3) gathering achievement data consisting of letter grades and results of the Iowa Basic Skills subtests of reading, language, and math for each of the 64 students whose parents were interviewed; (4) submitting the results of the interviews to statistical analysis using Pearson-product moment correlations, forward step-wise regression, and path analysis; and (5) drawing conclusions about the relationships between the independent variables and the dependent variable of student achievement. The resuts of the study follow .

Using Pearson product-moment correlations and forward step-wise regression, the independent variables of communication, involvement, participation, and access explained from 0 to 2% of the variance on the dependent achievement

variable. The independent variable of resolution explained from 7 to 18% of the variance of student achievement, depending upon which measure of achievement was being examined.

Mindful of these results, a weak causal relationship was posited among the independent variables of communication, involvement, participation, and access, using resolution as an intervening variable. Utilizing path analysis as a statistical procedure, it was determined that resolution served as a critical intervening variable between each of the other independent variables and the dependent variable of student achievement. In effect, this finding suggested that direct measures of student achievement such as grades and standardized test scores were impacted positively when resolution of conflict or problem solving occurred in conjunction with effective communication, involvement, and participation activities, and when parents felt they had access to the school and the people in it.

In addition to analyzing the research data to answer questions about student achievement, Ingram examined the same data using identical independent variables to determine their relationship to parents' perceptions of effective school-community relations at the research site. Again using forward stepwise regression as the statistical procedure, it was determined that communication explained 50% of the variance on the dependent variable of school-community relations effectiveness. Resolution accounted for 7% of the variance, while involvement and participation each explained only 1% of the variance of the dependent variable. Access did not enter into the equation. It is hypothesized by the researcher that the communication variable accounted for whatever variance access may have explained.

Based on this information, communication was utilized as an intervening variable when the data was analyzed using path analysis. The results indicated that communication did, indeed, act as an intervening variable mediating the effects of the independent variables of involvement, participation, and resolution on the dependent variable of effective school-community relations. Additional research is necessary to verify these findings using an interview protocol determined to be valid and reliable in measuring effective school-community relations.

These findings suggest that there might be more than one model of school-community relations to which practitioners and researchers must address themselves. The first model, the one to which this monograph is addressed, is an achievement model in which communication, involvement, and participation work through an intervening variable of conflict resolution or problem solving to affect achievement.

A second model, suggested by Ingram's second analysis of the data and subject to further research is one in which the dependent variables are support and legitimacy, with communication as an intervening variable. Political-science literature tells us that all institutions require and seek support and a sense of legitimacy from their constituents. It is possible that these outcomes of a school-community relations program at the local school may be highly influenced by appropriate and timely one-way and two-way communication.

Finally, because the achievement model suggested by this research is built upon the present political allocation of resources, values, and power, it is likely there is a policy model or a political-change model which must be the subject of future research. This research direction is suggested by the observation that while resolution was an important phenomena in both the Ingram and the Bartels studies, there was noticeable variation in issues at the research sites. At the Ingram site, resolution was primarily parent-child-school oriented. The type of problem that was resolved and

about which parents expressed concern was directly related to isses such as classroom-seating arrangement and placement of children in specific programs.

These issues were also addressed at the Bartels' research site but, in addition, parents showed concern about teacher transfers for desegregation purposes, the right of the local school to determine pupil-discipline policies, and the implementation of the instructional program. A school-community relations model for dealing with such policy issues may be one in which participation is an influential intervening variable affecting the desired outcomes.

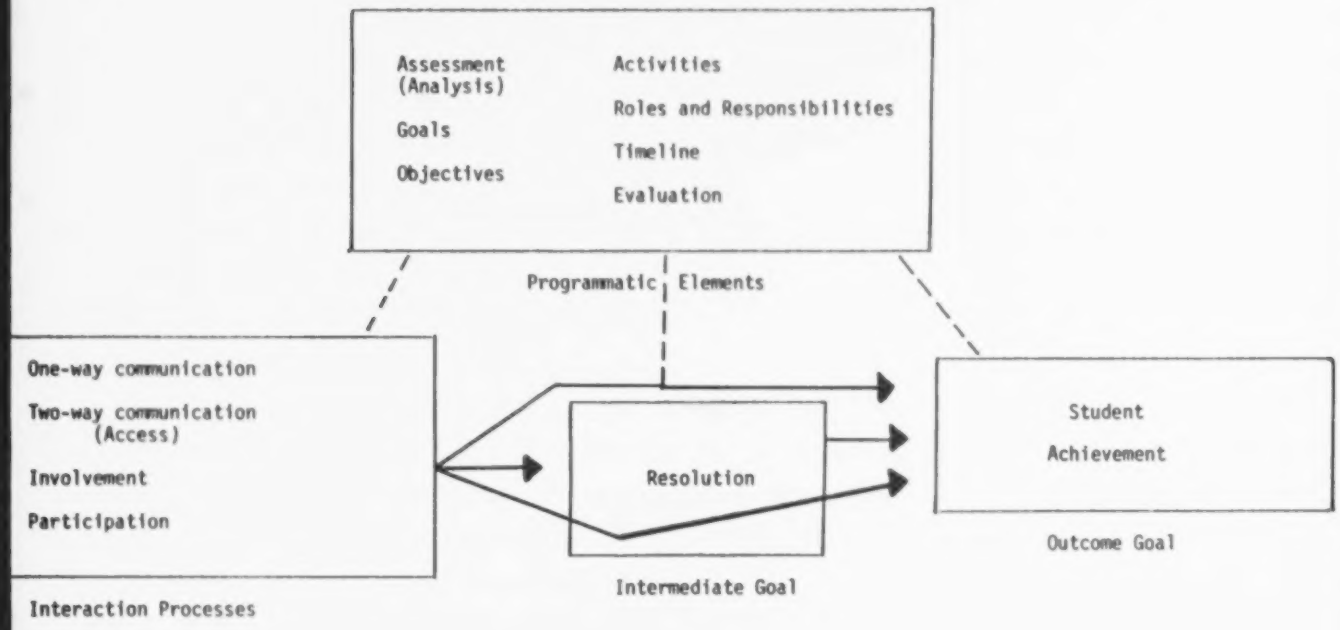
Research is continuing at the Wisconsin Research and Development Center and the University of Wisconsin to learn more about school-community relations and achievement and to continue to explore the relationship of other variables in the Programmatic Model for Home-School-Community Relations. A replication in Ingram's study in schools serving populations of varying socioeconomic and racial mixes is currently being completed. Other studies are planned to explore the feasability of the support/legitimacy model and the policy model. Verificational research on a national level is expected to follow.

A Programmatic Model for School-Community Relations and Achievement

Given the statistical findings from Ingram's study and the descriptive information from the case studies completed by the staff of the Home-School-Community Relations Project at the Wisconsin Research and Development Center, A Programmatic Model for School-Community Relations and Achievement (Figure 3) has been developed. A explanation of the model and a description of how it may be used by practitioners follows.

FIGURE 3

A PROGRAMMATIC MODEL FOR SCHOOL- COMMUNITY RELATIONS AND ACHIEVEMENT



Developed by John E. Ingram, Jr. and Lois I. Bartels, 1979

Programmatic Elements

The programmatic elements listed in this model are included to underscore the necessity for local schools to define school-community relations as a specific task area and function of the school. The programmatic elements are connected to the interaction processes, intermediate goal, and outcome goal by broken lines to indicate that programmatic planning can and should occur in each of these areas.

The programmatic elements shown in this model include those defined for a previous model. In addition, the terms "goals" and "timeline" have been added to this model to underscore the need for long-range as well as short-range planning. A goal describes what the school hopes to accomplish over an extended period of time, perhaps one or more years. Activities with appropriate short term objectives are designed to meet long-range goals. Both long-term goals and short-range objectives must be evaluated.

Assessment of the school community is the key to planning for effective school-community relations. Such an assessment should include a comprehensive survey using written questions, oral interviews or group problem solving processes. All of the school's subpublics, including those within the school, should be sampled. The purpose of such a survey is to identify the people or groups who are concerned about school-related issues in the community and community-related issues within the school. Analysis is included in the assessment procedure in this model. The concept of analysis implies that program planners not only identify the subpublics who have concerns, but specific concerns can also be related to those expressing them.

An example of the use of the program planning elements may be as follows. School officials discover through a community needs assessment that "discipline" is identified as a major issue by parents. That need may be

translated into a long-range goal of developing a mutually acceptable code of student behavior by students, parents, and school personnel within a given period of time. Activities such as parents' meetings, home-visits, or class visitations may be planned to meet objectives for two-way communication, representative involvement, and shared decision making on the subject. Because each of the activities has an objective designed to meet the long-range goal, it can be evaluated for its effectiveness. The measure of goal attainment will be a written code of behavior deemed acceptable by all subpublics involved.

School personnel must remember that parents are the largest interest group in an elementary school community, but they are not the only subpublic to be considered. Students are the primary constituents of the school, though they are often overlooked and underestimated when school-community relations activities are planned. Retired persons and non-parents may not have a direct interest in day to day activities at the school unless school personnel inform them of academic needs and successes. While legitimacy and support are not goals shown in this model, it must remembered that subgroups other than parents often play significant roles in deciding bond issues and thus indirectly affect the quality of instruction at a local school.

An essential programmatic element which must be emphasized is the definition of roles and responsibilities for the school-community relations program. A major theme of the literature (Miles, Note 14) as well as findings from case studies cited previously in this paper indicate that the principal plays a pivital role in school-site school-community relations. There is an urgent need to sensitize principals to their leadership role in planning, implementing, and evaluating a school-community relations program. However, there is an equally strong need to define school-community relations as a task for all staff members and to provide inservice education which facilitates the implementation of that task. Care must be taken not to overlook the influence of non-certificated personnel on a school-community relations program. Aides and clerical, kitchen, and maintenance workers should be included in school-community relations in service-education activities.

Interaction Processes

The interacton processes in this model are identified as one-way communicaton, two-way communication, involvement, and participation. Access, identified in the previous model as a goal, is subsumed as part of the communication processes in this model as a result of tentative findings by Ingram (1978, p.252).

The lines in the model leading from the interaction processes explain the effect of the processes when used as independent variables on both the intervening variable of resolution and the dependent variable of student achievement. The heavy line passing through resolution indicates that the interaction processes have most influence on student achievement when they contribute to the resolution of issues between parents and the school. The light line going directly from the interaction processes to student achievement indicates that the processes have some, though less, direct effect on student achievement than when they work through resolution. The short line leading from the interaction processes to resolution indicates that activities utilizing the interaction processes have a direct effect on parents' perceptions of their ability to have actual or potential problems resolved, or at least addressed, by the school.

One-way and two-way communication have been identified as separate processes in this model, based on case-study observations of the varying functions of each. One-way communication is a process by which a message is transmitted from a sender to a receiver. This process is usually used to inform rather than to promote dialogue. Examples of one-way communication activities which may affect student achievement are periodic notices to parents outlining skills being taught in school with suggestions for how the skills may be reinforced at home, notices for classes or speakers which address skills for parenting, and encouragement for parents to phone or write to teachers about special situations which may be affecting their child's

ability to learn at a given time. In addition to activities directly related to student achievement, it is likely that one-way communication will impact heavily on any support and legitimacy model which may be the subject of future research.

Two-way communicaton is a process by which reciprocal messages are transmitted between two individuals or groups. It connotes an exchange of ideas. An example of a two-way communication activity which may contribute to student achievement is a conference during which parents and teachers exchange ideas for instructional programming. Other examples are parent responses to questions about their child's health history or parent satisfaction that their opinions are considered concerning problems related to busing, cafeteria procedures, or general school policies.

The definitions of the processes of involvement and participation have not been changed from the previous model. That is, involvement is a process through which various subpublics contribute resources of time, energy, and expertise to a school. Examples of involvement activities which may affect achievement are evident when parents work with their child at home on special school-related activities or when parents/citizens attend school meetings designed to inform them of instructional practices, policies, or areas in which they may contribute time or other resources. In this respect, it is important to note that time is an economic variable which may contribute directly to student achievement and this deliniation should be made in research purporting improved academic achievement as a result of tutor or other volunteer programs.

Participation is a process which provides entree to the decision- and policy-making processes of a school. Participation is evident at a local school when parent input is given as much consideration as that of professionals. This may occur in a conference to discuss a child's instructional program, when parent volunteers help teachers plan new curriculum offerings, or when parents and other citizens influence decisions on an advisory committee.

The broken line connecting the interaction processes to the programmatic elements suggest that a school and individual teachers should deliberately plan activities for meeting long-range goals which embody each of the designated processes. Planning report card conferences, for example, for the purposes of facilitating two-way communication, involvement, and participation of parents is very different from planning such conferences so that teachers report, and parents are given an opportunity to ask questions.

Intermediate Goal

Tentative findings by Ingram (1978), illustrated by the short line in the model leading from resolution to student achievement, suggest that when a school has an outcome goal of improved student achievement, the school should also have an intermediate goal of reducing or resolving conflict. The broken lines leading from the programmatic elements to resolution suggest that principals and classroom teachers must assure, through planning, that mechanisms for solving problems and reducing or avoiding potential conflict are operative at the school and at the classroom level. As the model indicates, activities utilizing the interaction processes will enhance the problem-solving procedures in a school. The management of conflict and the political function of the school are inherent topics for inservice education when a school adopts this model for improving student achievement.

Outcome Goal

As an outcome goal of this model, student achievment is defined as measureable improvement in cognitive learning and basic skills. As yet, research has not been done on the influence of school-community relations on affective learning so the previous goal of child growth and development has been omitted from this model.

The outcome goal is connected to the programmatic elements in this model by broken lines to indicate that systematic planning for student achievement must occur as part of the instructional program as well as part of the school-community relations program. This model suggests that planned school-community relations utilizing the interaction processes leads to resolution of conflict and ultimately to improved achievement for students. It does not imply that improved achievement results without a sound instructional program. In fact, it must be emphasized that a sound instructional program is the first building block for positive school-community relations.

Summary

The purpose of this monograph is to review research findings and point a direction for further exploration of the relationship between school-community relations and student achievement. In this respect, research at the Wisconsin Research and Development Center and the University of Wisconsin-Madison suggests that local schools view themselves as political institutions concerned with the allocation of scarce resources, the choice of values, and the distribution of power. Within this framework, school staffs must recognize that they engage in the management of conflict and problem-solving behavior at the classroom level as well as at the school level.

The Programmatic Model for School-Community Relations and Achievement suggests that school-community relations be viewed as function or task at both the classroom and school level. The programmatic elements provide a framework for planning based on identifying and analyzing needs related to school-community relations. The model suggests that activities be implemented to meet specific goals and objectives, taking care to include the interaction processes of one-way and two-way communication, involvement,

and participation. While the interaction processes may impact directly on student achievement, they show greater impact when they work through the intermediate goal of resolution.

Resolving or managing conflict is a task for all school personnel. This school-community relations function may be planned for directly by using the programmatic elements or it may be influenced by the interaction processes. Regardless, the model suggests that student achievement is positively affected when parents perceive the school as a place where they can air their concerns and get action on their own or their child's behalf.

The final goal or the outcome of a systematic school-community relations program based on the model described in this paper is improved student achievement. The reader is reminded that there are other models of school-community relations yet to be researched. The need of schools for support and legitimacy, as well as the need for a policy change model suggests a continuing research agenda in the area of school-community relations.

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